

## Message Text

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ORIGIN EUR-12

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DRAFTED BY EUR/PP: WZIMMERMANN  
APPROVED BY EUR:AAHARTMAN  
EUR/EX:JCLARK

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R 240111Z FEB 77

FM SECSTATE WASHDC

TO ALL EUROPEAN DIPLOMATIC POSTS

AMCONSUL HAMILTON

USMISSION IAEA VIENNA

USDEL MTN GENEVA

XMT USMISSION GENEVA

C O N F I D E N T I A L STATE 041169

TO CHIEF OF MISSION FROM HARTMAN

E.O. 11652: N/A

TAGS: PFOR, US

SUBJECT: 1977 ANNUAL POLICY AND RESOURCE ASSESSMENTS

REF: (A) STATE 38356 (B) STATE 38338

1. REFERENCE A, FROM THE DEPUTY UNDER SECRETARY FOR MANAGEMENT, SETS OUT OVERALL GUIDELINES FOR THE 1977 POLICY AND RESOURCE ASSESSMENTS. REFERENCE B PROVIDES A GLOBAL TRENDS FORECAST OVER THE NEXT SEVERAL YEARS. THIS CABLE DESCRIBES THE POLICY ASPECT OF THAT PROCESS (PART I OF YOUR ASSESSMENT) AS IT APPLIES TO EUR MISSIONS, WHAT USE WE EXPECT TO MAKE OF IT, AND WHAT WE ARE ASKING EACH OF YOU TO DO.

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2. WE HAVE SET A FAIRLY SHORT DEADLINE (MARCH 31) FOR YOUR ASSESSMENT CABLE, IN ORDER BOTH TO PUT THE ASSESSMENT PROCESS IN PHASE WITH THE FY 1979 BUDGET CYCLE AND TO ENABLE US TO GET YOUR POLICY VIEWS EARLY IN THE NEW ADMINISTRATION WHILE POLICY TOWARD EUROPE IS STILL IN THE FORMULATION STAGE. WE WILL USE YOUR CABLED ASSESSMENTS TOGETHER WITH

THE NSC POLICY REVIEW MEMORANDUM (PRM) STUDIES NOW UNDERWAY  
IN WASHINGTON TO GIVE US AN INFORMED BASIS FOR DECISIONS  
ON EUROPEAN POLICY.

3. WE WILL HOLD INTER-AGENCY REVIEWS ON A LARGE NUMBER  
OF THE ASSESSMENT CABLES WE RECEIVE, THOUGH TIME CONSTRAINT  
WILL MAKE IT IMPOSSIBLE TO HOLD SUCH REVIEWS ON ALL. IN  
MOST CASES LAST YEAR, WE FOUND THE REVIEW PROCESS IMPOR-  
TANT IN PRODUCING AN INTERAGENCY CONSENSUS ON POLICY;  
THE REVIEW MADE IT POSSIBLE FOR OTHER AGENCIES TO EXPRESS  
VIEWS AND CONCERNS -- AND TO HEAR THOSE OF OTHERS. WE  
WILL AIM TO SEND YOU BY MIDYEAR A GUIDANCE CABLE SETTING  
FORTH BASIC US OBJECTIVES AND POLICIES TOWARD YOUR POST.

4. AS IN THE 1976 PROCESS, I WANT YOU TO CONSIDER THAT  
YOU HAVE COMPLETE FLEXIBILITY TO SAY WHAT YOU WANT IN  
YOUR ASSESSMENT CABLES. THE S/P TRENDS PAPER (REF B) IS  
INTENDED AS A STIMULATION TO THOUGHT, NOT AS A STRAIT-  
JACKET TO CONFINE YOUR ANALYSIS. THE FORMAT SET OUT IN  
REF A IS INTENDED TO ESTABLISH A GENERAL PATTERN, NOT TO  
LIMIT YOU TO A SET OF FORMULAS. WE WANT A NUANCED DIS-  
CUSSION OF MAJOR POLICY ISSUES, NOT A BUREAUCRATIC CHECK-  
LIST. IF YOU NEED MORE SCOPE THAN THE FORMAT GIVES YOU,  
THEN TAKE IT. PART OF OUR AIM IS TO TIE RESOURCES  
TO POLICY TO THE EXTENT POSSIBLE, AND THE RESOURCE REQUESTS  
YOU MAKE IN PART II OF YOUR ASSESSMENT SHOULD OF COURSE  
BE CONSISTENT WITH THE POLICY COURSES YOU ADVOCATE. ON  
THE OTHER HAND, SINCE POST RESOURCES ARE OFTEN UNAFFECTED  
BY PARTICULAR POLICIES, YOU SHOULD OBVIOUSLY NOT IGNORE  
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MAJOR POLICY ISSUES SIMPLY BECAUSE THEY MAY NOT HAVE  
RESOURCE IMPLICATIONS.

5. WITH REGARD TO THE FORMAT AS SET OUT IN REF A, I WANT  
TO STRESS OUR INTEREST IN HAVING THE MAJOR POLICY ISSUES  
IDENTIFIED AND DEALT WITH IN YOUR MESSAGES, WITH AN INDI-  
CATION OF THE PRIORITY YOU ATTACH TO EACH ISSUE. SEVERAL  
POSTS HAVE ALREADY SENT IN MESSAGES CONTAINING POLICY  
OVERVIEWS AND RECOMMENDATIONS. WHILE THESE MESSAGES SHOULD  
OF COURSE BE REFERENCED IN YOUR POLICY ASSESSMENT CABLE,  
PLEASE TREAT THE MAJOR ISSUES IN THE ASSESSMENT CABLE,  
EVEN IF THIS MEANS SOME REDUNDANCY. WE WANT THE ASSESSMENT  
CABLES TO STAND ON THEIR OWN AS BASIC EXPRESSIONS OF YOUR  
POLICY VIEWS. NEEDLESS TO SAY, WE HOPE YOU CAN DO THIS IN  
A CONCISE WAY.

6. LET ME EMPHASIZE THAT THE ASSESSMENT CABLES ARE IN NO  
WAY DESIGNED TO TAKE THE PLACE OF THE EXPRESSION OF YOUR  
VIEWS IN OTHER CHANNELS. THE ASSESSMENT PROCESS GIVES YOU

AN OPPORTUNITY ONCE A YEAR TO TELL US COMPREHENSIVELY AND SYSTEMATICALLY WHAT YOU FEEL US POLICY OUGHT TO BE; IT IS INTENDED AS A STIMULUS TO DIALOGUE BETWEEN THE FIELD AND WASHINGTON, NOT AS A SUBSTITUTE FOR IT. I RECOGNIZE EUR'S

RESPONSIBILITY, TOO, TO PLAY AN ACTIVE PART IN THAT DIALOGUE; I HOPE YOU'LL LET ME KNOW WHENEVER YOU THINK WE AREN'T DOING IT.

7. WITH REGARD TO ISSUES, IN ADDITION TO HIGHLIGHTING THOSE OF PARTICULAR IMPORTANCE TO YOUR POST, WE WOULD ALSO LIKE TO HAVE YOUR VIEWS WHERE RELEVANT ON THE FOLLOWING ISSUES AS THEY AFFECT US POLICY TOWARD YOUR COUNTRY: NUCLEAR NON-PROLIFERATION AND CONVENTIONAL ARMS TRANSFERS, HUMAN RIGHTS, CSCE, EUROCOMMUNISM, ENERGY, AND MULTILATERAL ISSUES. POSTS WITH ECONOMIC OR SECURITY ASSISTANCE REQUIREMENTS SHOULD TREAT THESE AS FLOWING CONFIDENTIAL

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FROM THEIR ASSESSMENTS. ISSUES ON WHICH THERE IS PARTICULAR CONGRESSIONAL INTEREST OR SENSITIVITY SHOULD ALSO BE DISCUSSED.

A. FOR EE POSTS AND GDR. PLEASE GIVE US YOUR VIEWS ON THE OVERALL APPROACH THE US SHOULD ADOPT IN ITS RELATIONS WITH EE AND SPELL OUT HOW IT WOULD SERVE US INTERESTS. SHOULD WE HAVE A "PECKING ORDER"? IF SO, WHAT CRITERIA SHOULD WE USE (E.G., INTERNAL LIBERALIZATION OR DEGREE OF INDEPENDENCE FROM MOSCOW)? HOW VOLATILE DO YOU SEE THE AREA? HOW MUCH INFLUENCE ARE POLISH OR YUGOSLAV DEVELOPMENTS LIKELY TO HAVE ON THE AREA AS A WHOLE?

8. FINALLY, I WELL REALIZE THAT THE ASSESSMENT PROCESS IS NOT THE SOLE, OR EVEN THE MAJOR, VEHICLE FOR POLICY FORMULATION. AS I NOTED LAST YEAR, WE ARE AWARE OF THE DIFFICULTIES OF PRODUCING A COHERENT POLICY DOCUMENT IN COUNTRIES WHERE THE RUSH OF EVENTS MAKES EVEN SHORT-TERM PLANNING DIFFICULT AND WHERE POLICIES MUST OBVIOUSLY BE SET THROUGH MEANS OTHER THAN ANNUAL ASSESSMENTS. NEVERTHELESS, I DO NOT REGARD THE ASSESSMENT PROCESS AS A MAKE-WORK PROJECT OR A BUREAUCRATIC RITUAL. WE HAVE FOUND IT TO BE VALUABLE OVER THE PAST TWO YEARS; WE EXPECT IT TO BE EVEN MORE SO THIS YEAR, WITH A NEW ADMINISTRATION IN OFFICE. IT GIVES YOU AN OPPORTUNITY TO GET YOUR VIEWS DIRECTLY INTO THE POLICY PROCESS. I HOPE YOU WILL MAKE THE MOST OF IT.

VANCE

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## Message Attributes

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**Review Markings:**  
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